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ABSTRACT

The California Community Colleges are in the midst of a reform process initiated by Assembly Bill 1725. A major goal of the bill is to fund colleges' staff development efforts. In an effort to transform the campus organizational culture from one of predominant competitiveness to collaboration, El Camino College (ECC) in Torrance, California, initiated a comprehensive training program in the management principles of Total Quality Management (TQM). In May 1989, 39 administrators, classified staff, and faculty completed 10 days of training in TQM, covering basic principles, data gathering, the TQM transformation model, and "coaches" training to build interpersonal and leadership skills. The basic principles of TQM argue that the goal of all employees of an organization should be either to serve the organization's customers directly, or to serve fellow employees who do. The TQM transformation model calls for project teams, comprised of five to seven representatives from various departments, to identify work areas needing improvement, collect data, and generate improvement activities. Human relations training, focusing on interpersonal communication skills, helps create a collaborative work environment among project team members. After the training program was completed, participants' experiences were used to develop an awareness package, consisting of a set of five educational modules, for training other ECC employees in TQM. This report includes a description of ECC's current educational setting; an examination of the principles of TQM, focusing on 5 of the 14 TQM principles most relevant to education; a discussion of organizational and management theories, including a review of human resource theory, collaboration versus competition, and the importance of middle managers; and a discussion of management successes at Miami-Dade Community College in Florida. (PAA)

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IMPLEMENTING TOTAL QUALITY MANAGEMENT AT EL CAMINO COLLEGE

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PREFACE

The California Community Colleges are in the midst of a reform process initiated by Assembly Bill 1725. A major goal of the bill is to fund college's staff development efforts, a provision to which colleges are responding with a wide range of activities.

El Camino College has initiated a comprehensive training effort whose goal is to transform the campus organizational culture from one of predominant competitiveness to collaboration through the use of the Deming Principles of management, or Total Quality Management (TQM). Currently generating much enthusiasm, these "Japanese Management" principles hold much promise for converting El Camino into one of the most progressive and efficient community colleges in the nation.

The purpose of this paper is to address four areas related to the introduction and implementation of Total Quality Management at El Camino College:

1. The current educational context affecting El Camino,
2. the principles of Total Quality Management and their translation into educational terminology and processes,
3. a review of selected organizational and management theories related to TQM, and
4. a discussion of important considerations in the effort to adopt TQM as an operational philosophy.

DEMING AT EL CAMINO COLLEGE

On September 19, 1988, Governor George Deukmajian signed Assembly Bill 1725 (Vasconcellos--D, San Jose), a law hailed as "the most sweeping reform package affecting community colleges since the original Master Plan for Higher Education was enacted in 1960. "[1] Community College Chancellor, Dr. David Mertes described it as "landmark legislation, signaling the closing of an era, (after) four years of scrutiny, review, and evaluation of the California Community Colleges. It will launch a new era, serving as a blueprint to guide community colleges into the next century."[2]

An important emphasis is established in AB 1725's section on New Programs and Services.[3] It creates a Staff Training and Development fund designed to encourage colleges to priority consistent development of personnel. Including staff development in the reform legislation recognized two essential criteria of effective community colleges:

1. that community college staff must keep up-to-date in their fields to remain effective in delivering educational services, and
2. that environmental demands affecting community colleges must be consistently addressed.[4]

While actual state implementation and evaluation regulations for staff development functions are yet to be established, in order to receive funds for the 88-89 academic year, colleges are required to submit "Human Resource Plans" which detail the activities they plan to carry out. Human Resource Plans submitted to the Chancellor's office thus far can be placed into four major categories:

1. Professional development, dedicated to the maintenance of knowledge and competence in fields of specialization,
2. Instructional development, referencing issues of pedagogy and instructional outcomes,
3. Personal development, concerned with self and career development, and
4. Organizational development, focusing on improvement of the institutional environment and inclusion of all staff in improving communication and shared decision-making.[5]

El Camino College's response has to submitted its staff development proposal as well. The goal of implementing Total Quality Management is concerned with issues of organizational development and improvement of the work environment.[6]

ABOUT THE COLLEGE

El Camino College, in Torrance, California, enrolls approximately 26,000 each semester. Drawing primarily from the South Bay area, the college attracts 30% of it's enrollment from surrounding community college districts. With a budget of $44 million for fiscal 88-89, 85% of the total budget is used for salaries and benefits for it's 1300 employees, 700 of whom are occupied in direct instructional functions (full-time and part-time faculty). Serving the South Bay community since 1947, El Camino has a reputation for educational excellence in the community.

Internally, El Camino has been affected by many of the conditions affecting urban community colleges during the 1980's; an increasingly culturally diverse student body, an aging and homogenous faculty, diminishing fiscal resources, and the institutional imperative to review and redefine it's mission.[7] Another consistent pressure has been the necessity to find effective forms of assessing student outcomes, particularly as they relate to the instructional process.[8] One result of these pressures is that in it's last accreditation report, El Camino was characterized as an "institution at the crossroads".[9] This relative "report card" on institutional effectiveness confirmed that El Camino has a fine reputation in the community for providing an education, yet identified significant challenges on the horizon. The report stated that how El Camino chooses to deal with those challenges and how successful the college is in addressing them will determine whether the school continues to be considered an outstanding educational institution.[10]

TOTAL QUALITY MANAGEMENT (TQM)

As with any institution providing vocational training, El Camino is continually concerned with offering vocational curricula which is articulated with local industry needs. In order to keeping up-to-date in these fields, the college is a member of various organizations whose goals include sharing programs and information related to maintenance of high quality vocational instruction. One organization, the Technology Exchange Consortium, was instrumental in bringing a new management philosophy to the attention of the president of the college, Dr. Sam Schauerman.

The Deming philosophy or Total Quality Management (TQM), is a method of management containing principles more widely recognized as "Japanese Management". It evolved as a result of Japan's post-World War II efforts to become competitive in it's industrial manufacturing capabilities. Having been almost totally decimated during the war, Japan's industrial abilities were next to none, causing Japan's leadership to seek out methods to rebuild quickly and efficiently. Total Quality Management relies on the use of statistical methods applied to quality control of manufacturing processes combined with principles of effective communication which emphasize the contribution of the individual in small group interaction. While the "magic" of statistics appeared to be a post-war fad in America, the Japanese were much more successful in applying statistics and collaborative work processes to manufacturing processes, ultimately resulting in increased quality of goods and productivity throughout their economy. Through the use of international consultants and trainers, the Union of Japanese Scientists and Engineers undertook the training of thousands of engineers and plant foreman in these method.[11] One of these consultants was E. Edward Deming, a statistician who worked closely with some of Japan's top managers in that post-war decade. Deming's efforts have generally been given credit for the transformation of Japanese industry and technology from one with a reputation for shoddy goods and copiers of others' inventions, to being on the cutting edge of technology, quality, and productivity.

THE DEMING PHILOSOPHY

Deming asserts that to remain competitive in providing goods and services that will have a market, companies must practice the 14 management principles which constitute his theory of management.
They are:

1. Create constancy of purpose for improvement of product and service.
2. Adopt the new philosophy.
3. Cease dependence on inspection to achieve quality.
4. End the practice of awarding business on the basis of price tag alone.
5. Improve constantly and forever evey process for planning, production, and service.
6. Institute training on the job.
7. Adopt and institute leadership.
8. Drive out fear.
9. Break down barriers between staff areas.
10. Eliminate slogans, exhortations, and targets for the work force.
11. Eliminate numerical quotas for the work force and numerical quotas for management.
12. Remove barriers that rob people of pride of workmanship. Eliminate the annual rating system.
13. Institute a vigorous program of education and self improvement for everyone.
14. Put everybody in the company to work to accomplish the transformation.[12]

THE 14 POINTS IN EDUCATION

While the 14 points are essentially framed in an industrial and manufacturing model, Deming asserts that they are applicable to educational and service organizations as well. In the case of schools, the task is to translate the principles into education terms and contexts. In order to illustrate this, I will select five of the most important Deming principles and describe them in ways related to educational issues.

1. Establish constancy of purpose toward service.
   One of the most recent pressures on community colleges has been the need to redefine their mission. One of the results of this imparative has been the recognition that there exist a variety of ideas about what community colleges are, what they should be doing, and for whom. As a result, community colleges have been criticized as institutions without an identity, institutions who are trying to be "everything to everyone". This is a valid criticism, one which must be addressed in order for community colleges to move ahead without the divisiveness that an incoherent agenda dictates. Working with people to agree on what community colleges should prioritize might take on this form;
   a. Establish consensus descriptions of the community college mission and purpose statements and define in operational terms what we mean by quality instruction and support services.

b. Specify short-term and long-term instructional and support service standards.
c. Identify and profile the students we are seeking to serve--those who are present, those that we hope to serve, and those who have not been successful and left.
d. Encourage innovation of instructional, leadership, learning, and service processes.
e. Decide how the President, Vice President, and other administrators will be held responsible for working towards constancy of purpose.
f. Develop methods of translating the constancy of purpose to students and the community.

2. Adopt the new philosophy.

Why change? The question is at once a challenge and a mandate. We live in a rapidly changing technological and demographic world. Our quality of life as individuals and as a country depends in large part on how we respond to those challenges. To effectively prepare for the future requires us to begin to work together through methods which have not before been required. We must embrace new and effective ways of what we envision excellence in education to be and work towards that ideal.

a. What this means is understanding the needs of our clientele--the students with whom we work. We need to generate real facts, measurements that will maximize opportunities for them to learn.
b. How do we build a system which is efficient? One which automatically questions the tendency of the "system" to generate re-work and duplication? How do we get workers to question "why?" at least 5 times for the purpose of trying to understand why we do something and with the ultimate goal of improving it? This review of long established practices needs to occur in order to pay more attention to the critical purposes of colleges--education of students.

3. Break down barriers between staff areas.

One of the most dominant characteristics of colleges is the isolation in which it's employees work. How much do college faculty and staff know about what happens in areas of the college? Student support staff know little of the instructional process, instructors know little about counseling and administration. This isolation fosters misconceptions, parochialism, and miscommunication. The effective use of technical resources requires bringing together people who represent a variety of disciplines or expertise to address important problems facing the institution. This will allow for more familiarity with the function of others and a greater sense of teamwork and unity, while bringing to bear significant resources on important issues.

4. Institute a vigorous program of education and self-improvement for everyone.

Developing personnel is an essential element of effective functioning for

today's corporation. More professional education occurs through private companies than through public education. These companies recognize that employees need to be kept informed, up-to-date, and consistently given opportunities to learn new things, technically and human relations based. In this way they will develop and retain the skills they need to make meaningful contributions to the goals of the company. Colleges might consider bringing in career guidance specialists to develop individual self-improvement plans, while appropriating resources to assist in the fruition of those plans. This would send an important message to the employee--"We care about you as a person".

5. Improve constantly and forever every process for planning, production and service.
   One of the questions most often asked in educational evaluation is " What is your retention rate?", yet the other relevant question is "What is an ideal rate of retention?" Continuous improvement says that we should set the goal of 100% retention as our objective. In this philosophy, the institution would commit itself to maximizing opportunities for students to succeed by adopting innovations in instructional methodology, structure, and assessment which allows as many students as possible to benefit positively from their El Camino education. Once the outcomes of instruction are assessed and improved upon, the process of review and implementation starts over again. Since instruction and students represent constantly changing systems, the process of continuous improvement is particularly relevant to the instructional function.

THE DEADLY DISEASES

While the 14 principles are the key to transformation of an organization, there also exist common organization practices which stand in the way of that transformation. The term "disease" is used by Deming to emphasize the severity of organizational "dry rot" which these practices produce in organizations. The term dry rot refers to organizational ineffectiveness characterized by lack of commitment, lack of vision, and inability to solve significant problems. Deming asserts that just as companies need to commit themselves to implementation, they also need to commit themselves to elimination of the deadly diseases. In his list of organizational diseases, Deming includes the following:

1. Lack of constancy of purpose to plan product and services that will have a market and keep the company in business and provide jobs.
2. Emphasis on short-term profits, and short-term thinking.
3. Evaluation of performance, merit rating, or annual review.
4. Mobility of management.
5. Management by use only of visible figures, with little consideration of figures that are unknown or unknowable.[13]

The management principles and the deadly diseases represent the guidelines by which all work processes are to be interpreted, reviewed, and implemented.

IMPLEMENTATION OF TQM AT EL CAMINO COLLEGE

In the Fall of 1988, the president of El Camino selected 10 administrators, including myself, to participate in a 2-day introduction to Total Quality Management. His purpose was to utilize feedback from the group to determine potential strengths and weaknesses of introducing the Deming philosophy on a campus-wide basis. After completion of the introduction, the president consulted with the group and recommended that the college proceed with the campus-wide training effort.

In mid-May 1989, 39 staff members completed 10 days training in Total Quality Management. The group represented management, classified, and faculty members. The training was comprised of two major areas; 1) The basic principles, data gathering, and the transformation model, and 2) the "coaches" training, consisting of interpersonal and leadership skills.

BASIC PRINCIPLES

A central part of the Deming philosophy is the customer as the focal point of all work processes. The key to an organization's success is based upon understanding and prioritizing the customer's need and developing efficient work processes developed with the Customer/Supplier relationship as a guide. In this model, the individual worker's perspective is, "If you're not serving the customer directly, your job is to serve someone who is."[14] Thus, while not all college staff may be involved in providing direct services to students (customer), they still perform critical support functions to those who are--instructors, counselors, and other front line service staff. The goal is for each employee to remove any barriers in their customer/supplier relationships in order for the organization to run more efficiently. An overall effect on the organization would eventually be that all jobs become more satisfying through eliminating rework and wasted effort.

Service (support) to the internal customer (fellow employees) and external customer (student and community) is the primary function of all persons within the organization. In order to establish service as the most important organizational value, the training suggested four steps:

1. Conduct an internal service audit--Each employee needs to ask themselves such questions as, "What contributions do I make?", "Who are my customers?", and "How do they rely on me to get their job done?", and " Can I improve in how I respond to their needs?" The central theme is to identify oneself as a provider of services to fellow employees within the organization and to assess the effectiveness of that contribution.

2. Identify and analyze the cycle of service--This refers to identifying and defining the process of providing services designed to produce the end result. Do we know what it is? Is it working the way is supposed to? Identification of system inputs, thruput (workprocesses), and outputs is necessary to establish the framework in which intervention may occur.

3. Finding a way to measure the quality of service--What do people think of us? Are they getting what they need from us? What are the good things that we are doing? and What are the areas we need to improve on?, are questions which need to be answered by any organization which is concerned about doing the best job possible. To get at this information, a variety of measures need to be employed, including student, community, and graduate surveys. An institutional assessment consisting of qualitative and quantitative data needs to be utilized.

4. Recognizing and appreciating those people sharing a high level of service--Establishing a reward system consisting of tangible rewards and intangible recognition is the recommended approach.

TRANSFORMATION MODEL

Activating the Deming principles in an organization requires project teams to apply the transformation model to selected projects. Projects Teams are small task groups composed of 5-7 "specialists" representing various departments who have selected a work process which they feel needs improvement. Meeting regularly, the teams select and define the project, gather and analyze data, and generate improvement activities. " Strategies for continuous improvement" include project evaluation, review, and then initiating the process again and again. In this way, work processes are continually shaped, formed, and made more efficient and effective.[15] The term "zero defects" refers to the on-going efforts within an organization designed to make work processes as good as they can possibly be by consistently looking for ways in which they can be improved.

To emphasize the importance of knowing the steps of the transformation model, the training simulated the structure and task of a project team which had been formed with the specific purpose of solving a particular task. During the initial five-day training period, project teams were given a problem and asked to apply the transformation model to it. In this way, participants received a "hands on" familiarity with the model, defining the problem, analyzing data, and developing a set of recommendations for action. An essential element of the model stresses the use of statistical methodologies in utilizing structured data gathering and analysis. Tools which were introduced and reviewed included flow charts, nominal group technique, pareto charts, histograms, and control charts. The purpose of these instruments is to allow group interaction where data is readily observable and analysis is understood. Another goal of statistical training is to allow decision-making based on facts, not opinions. Describing work outcomes with statistics often reduces wasted time and energy resulting from personal opinions substituting as facts--a common practice in educational institutions.

HUMAN RELATIONS TRAINING

Interpersonal communication skills focused on "teambuilding", the goal of creating collaborative work environments among small task groups. Specific training modules

included such titles as "Active Listening", "Keeping Your Boss Informed", "Giving Constructive Feedback", and "Conflict Resolution". A variety of techniques such as role playing, small group simulations, and building group consensus were utilized to allow participants the opportunity to practice the material being presented. While many of the participants had received previous training in human relations, the training represented an opportunity to refresh one's skills in these critical ares.

THE BASIC LEADERSHIP PRINCIPLES

The Basic Leadership Principles are described as the foundation of effective interpersonal communications. In our roles as "coaches" trainees were admonished to be familiar and comfortable with them, as their goal is to establish and maintain effective teams, facilitate training, and successfully guide the improvement effort. The leadership principles are:

1. Focus on the situation, issue, or behavior, not the person.
2. Maintain the self-confidence and self-esteem of others.
3. Maintain good relationships with your employees, peers, and managers.[16]
4. Take initiative to make things right.
5. Lead by example.

It is not enough in human interpersonal communication to possess communication skills which allow us to send and receive messages efficiently. We must also have an internal "theory of human nature" which allows us to analyze those interactions according to some meaningful context. The leadership principles allow us to put communication into a framework which helps us to predict human behavior in ways which are often not apparent.

AWARENESS PACKAGE

After the training was complete, trainee's were required to share the principles of the Deming philosophy with their co-workers. Each trainee's experience was an individual one, and the material voluminous, presenting a need to develop a systematic method of transferring the information. This will insure that information is consistent and that every employee on campus will have an opportunity to become familiar with the Deming philosophy.

This is the role of the awareness package. When complete, it will contain a video and student/instructor guides. The video will present the President's message emphasizing the importance of everyone's involvement in continuous improvement. The written guide and video tape are designed to enable the Coaches to introduce the concepts, as well as the tools and techniques, encompassed in TQM, paving the way for more intensive training and activities. Several modules will be contained in the Awareness Package. Generally the outline might be as follows:

Module 1 - An overview of higher education today with mention of key developments: the changing student population (women, older students, minorities, local state, and federal funding: basic skills levels of students, remedial education, etc).

Module 2 - The role and mission of the community college. What issues are specifically faced by ECC? What does TQM have to do with those issues? ECC's Approach to change, a synopsis of change itself and the natural resistance to it, and the type of thinking necessary to facilitate change.

Module 3 - Philosophy and components of TQM to include a listing and summary of Deming's 14 points, a brief history of Deming's role, and overview of the tools utilized, and a glossary of terms.

Module 4 - General approaches and guidelines for effective implementation of TQM at El Camino College. This section would also include a broad timeline designed to indicate that TQM is a process and that it's implementation is a long term process.

Module 5 - What will successful implementation look like at El Camino?[17]

ORGANIZATIONAL AND MANAGEMENT THEORIES

THEORY X,Y, AND Z

Significant efforts are concerned with basic questions about organizations. Consequently, the structures, behaviors of workers, and purposes of schools are consistently studied, with volumes of work dedicated to each topic. The goal of the literature is often to answer the questions, "What organizational philosophy and structure is more efficient and effective to utilize in educational institutions?" These questions have led school managers to look to management theories most widely associated with the world of business.

Michael Silverman, in "Models of Organization and Governance at the Community College", reports that three styles of management are most often represented in management literature--theory X, theory Y, and theory Z.[18] Theory X is the form of management in which the supervisor does not really "manage", but simply dictates and tells those below him what to do. There is no attempt at two-way communication, only attempts at controlling the behavior of the workers. There is an assumption that workers need constant supervision or that work will not get done.

Theory Y relies on more participation from the individual. Ideas are solicited, dialogue is initiated, and the worker is allowed to voice opinions, feelings, and ideas related to the work at hand. The leader makes the decision, but an atmosphere is created where objections may be voiced, and ideas are respected.[19] In this style of management, workers are given much more freedom to express their own sense of responsibility to their work and are expected to contribute in meaningful ways.

Theory Z is closely related to many of the principles of the Deming philosophy. Alternately called "Japanese Management", theory Z stresses the importance of the group over the individual, emphasizes reaching consensus, and breaks down the barriers between management and workers. Often called a "pure" form of democracy, theory Z treats workers as if they were an extended family, with decisions about work

processes being made almost exclusively by the workers and managers fulfilling a role as a team member. Long term staff development is a commitment in this framework. Workers are no longer looked upon as people with short-term commitments passing through a company, but as individuals whose personal values and pride will be exemplified in the company's products if given the proper opportunity for participation and contribution.

FOUR VIEWS OF THE ORGANIZATION

Bolman and Deal, in "Modern Approaches to Understanding and Managing Organizations", identify four major organizational orientaions which describe work processes, relationships, and outcomes: 1) structural, 2) symbolic, 3) human resource, and 4) the political.[20] The two views most closely related to collaboration and competitiveness are the Human Resource and Political schools of thought, respectively. A review of their concepts and assumptions assists in understanding Total Quality Management.

HUMAN RESOURCE

Human Resource theorists emphasize organizational goals, roles, and technology. They focus on ways to develop a better fit between people's needs, skills, and values and the formal roles and relationships required to accomplish collective goals and purposes.

The human resource view of organizations is defined by our beliefs about the nature of people and what their needs are. Many of the beliefs about what constitutes effective management in the human resource orientation believe that answers to organizational practice lie in addressing such questions as, "What motivates people?". "What are their needs?". and "How can management create an environment that allows people to be most productive in their work?" These are also the questions that occupy much of the time of middle management. To be effective, managers must understand the feelings, prejudices, and beliefs of their workers. They need to have an idea what their skills and limitations are. They must recognize that people often have a great capacity for ambivalence related to their work--alternating between a need to make it meaningful as a group member and their need to feel like an individual, and not simply another "exploited" member of the working class.

Organizational effectiveness in the human resource point of view requires structuring organizations to meet the needs of people. The happier people are, the more effective they are, and as a result, the organization is more effective. Organizational decay sets in when organizations do not concern themselves with the long-term needs of their workers.[21]

THE POLITICAL VIEW

Closely related to the competitive view of organizations is the political view. Political theorists see power, conflict. and the distribution of scarce resources as the central issues in organization. They suggest that organizations are very much like the jungle and that managers need to understand and manage power, coalitions,

bargaining, and conflict.[22]

A key to the political frame is the idea of scarce resources. Scarce resources cause members of the organization to form special interest groups intent on securing their own individual portion of those resources through negotiation and other means. The most important thing is winning, without regard to who suffers or who loses. The one certainty about life in political organizations is that there will be conflict. In this scenario, the ends justify the "means", with ethics being of little concern.

The role of the manager in this view of organizations is to practica political skill and tact by understanding the tensions among the major players and negotiating settlements. Compromise becomes an everyday event among competing individuals and groups.

COLLABORATIONS VS COMPETITION

Alfie Kohn's recent book, "The Case Against Competition" highlights a major premise which the Deming philosophy typifies; that predominantly collaborative, rather than competitive work environments not only make people happier, but more productive and efficient as will.[23] A collaborative organization is "a cooperative venture based on shared power and authority. It is non-hierarchical in nature. It assumes power based on a knowledge or expertise as opposed to power based on role or function."[24] This definition includes three of the most significant values of the collaborative model as applied to work processes: 1) That organizations should encourage the development of self-esteem, equality, and self-renewal, 2) That an individual's contribution should be viewed by their technical knowledge, rather than their role or title, and 3) that an individual should be able to exercise a high degree of control over the immediate work environment.

Anti-thesis to the collaborative model is the predominant American approach to economics, sports, education, and work--competition. In this model, only one person can win while another person or persons lose. People advance themselves at the expense of others. One example of how competition is imbedded in our minds through our lives is the structure of the public school system. Beginning with our earliest experiences, we become participants in a ranking system which emphasizes "the grading curve", amount of overt classroom participation, and quantity of work produced. Ultimately, we are rewarded with preparation which can dictate quality of life issues such as personal lifestyle, where we live, and where our children go to school. It is in the schools that we develop behaviors that are rewarded in our society, behaviors that are assessed in relation to the performance of others.

Competitive task-oriented strategies are characterized by isolated effort, control of information, and an obsession with "winning". People are seen as objects to supersede through one's own efforts.

Juxtaposed to American competitiveness, there exist societies where cooperation is the norm and predominant value. In her classic study of some of these cultures,

"Cooperation and Competition Among Primitive People", Margaret Meade concludes;

> that competitive and cooperative behavior on the part of individual members of a society is fundamental conditioning by the total social emphasis of that society, that the goals for which individuals will work are culturally determined and are not the response of the organism to an external culturally undefined situation.[25]

While it may be argued by some that these "collaborative" societies are primarily primitive agrarian peoples, the example which we are currently attempting to emulate, Japan, is a glaring exception to that observation.

Those who have observed Japanese education report that it is much less competitive than our system. Beginning with elementary school, cooperation is stressed through the creation of learning groups, "Teachers.... try to create balanced groups composed of people with diverse abilities, and they encourage the students to help each other."[26] Thus, Japanese education is actively concerned with the development of strategies which encourage group solutions to challenging problems with peer tutoring. It appears that the current emphasis in American colleges on "cooperative" learning methods may be closely related to Japanese education.

THE IMPORTANCE OF MIDDLE MANAGERS

The points of analysis which I have related to the Deming philosophy include the three types of management philosophies, the four sociological views of organizations, and collaboration vs competition. There exist other frames of reference from which to evaluate the Deming management principles, such as the literature on job satisfaction, the view of educational institutions as "organized anarchies", and the concepts of strategic planning. Each represents additional perspectives useful in understanding our present efforts at El Camino. A variety of these sources include similarities with Deming's principles, although none advocates the equal importance of the concepts within the Transformation model and the human relations skills.

In order to focus on two aspects which are critical for us to emphasize at El Camino, I would like to reference the role of the middle manager and the example of Miami-Dade Community College. During the past decades, there have been a variety of human relations fads introduced into organizations. Management by Objectives, (MBO), management information systems (MIS), and quality circles represent practices which at various times have been introduced into organizational settings with the expressed purpose of improving the work environment.[27] Over time, these efforts have come to be viewed with great suspicion and doubt. With the introduction of new philosophy, comes the responsibility of follow-up and implementation, an area in which management has often proven to come up short.

From a human nature point of view, that doubt is understandable. Being asked to behave in different ways can be highly threatening for adults. Suspicion of management's motives runs rampant, with ascribed motives ranging from political

maneuvering to ego satisfaction. Consequently, a significant requirement for successful implementation of any new philosophy is for management to effectively model the behavior it is advocating--a responsibility which falls heavily on the shoulders of the middle manager.

Social scientists agree that the difficulty in modeling a people-oriented management philosophy is that it runs contrary to the ways we have been taught to behave in schools and the world of work. In "Theory Into Practice: Increasing Professional Effectiveness", Argyris points out that the majority of people learn a task orientation characterized by the following directives:

1. Focus on task-oriented behavior--get the job done; individuals are not rewarded for trying harder, but for winning,
2. Focus on behaving rationally and deemphasize and suppress feelings; the more emotions are expressed, the higher the probability for interpersonal difficulties and eventual rejection.
3. Focus on controlling others by designing their world; reward and penalize them and expect them to be loyal, which means focusing on values in the first two directives."[28]

It is these values that are reinforced in our organizational experiences and widely understood to be the "why things are done". A major personal and professional challenge is created when we are then asked to priorities people's feelings and needs in work processes, for to do so means to dismantle a long-held belief system and replace it with another. It may be this challenge to change that represents the greatest barrier for key players in the transformation process--middle managers:

> .....getting those middle managers to embrace a new corporate vision is the greatest challenge when a large company tries to reform itself, as so many are trying to do. Middle managers are often directly on the firing line when company begins experimenting with a new management method. They are asked to learn entirely new ways of behaving, and their worth to the company can suddenly depend on their ability or willingness to do something adults generally hate to do: change."[29]

What should top management's expectations be about the middle manager's ability or willingness to change? Should they insist that they adapt after having been given the "proper training"? Should they fire them if they don't adapt? What is a realistic time-frame in which to expect indicators of institutional progress from middle managers? According to Argyris, research findings on companies who have attempted to transform their corporate cultures shows that even after substantial education and training efforts, "a group having difficulty after five years is probably more typical of those top management groups that are trying to raise the quality of life within their organizations."[30] If top management continues to experience problems with the transformation even after five years, what can be expected of middle managers, who also may be initially skeptical?

MIAMI-DADE: DEMING IN EDUCATION?

The Deming philosophy has evolved from the manufacturing model, with it's concepts framed in manufacturing terms such as "quality control". "customer relations", and "productivity". Can Deming's philosophy be effectively applied in educational institutions? What would a community college fashioned after the Deming principles look like? Visioning and goal setting is important, but knowing when you get there is equally important.

A look at an exemplary community college might help us to answer that question. John Rouche's account of Miami-Dade Community College in "Access and Excellence" portrays a community college which has met the challenges of changing demography, remedial education, and maintenance of high academic standards.[31] In 1984 a panel of nationally-recognized community college educators ranked Miami-Dade the number one community college in the nation according to the following criteria:

1. Institutions recognized nationally for their ability to encourage and increase student success.
2. Institution that develop and pursue policies and standards that fully support the concept of the open door while emphasizing quality in instructional support service programs.
3. Institutions that enjoy strong and dedicated leadership, especially in the perceived influence of the president in pursuing excellence.
4. Institutions that select, evaluate, reward, and develop exceptional teachers in all aspects of the comprehensive mission of community colleges.[32]

Rouche's analysis of the reasons linked to Miami-Dade's success focused on two primary areas: administrative leadership, and the commitment of instructional staff. According to Rouche, Miami-Dade's leadership demonstrated a clear sense of direction, by this we mean they think of future possibilities, recognize present momentum, have and apply educational convictions, and think globally.[33]

Having an educational philosophy is critical to management's success. A primary reason for this is that a comprehensive educational philosophy addresses most of the functions we perform in colleges. It guides us in making sense of what we do as educators, shapes the development of programs, and assists us in the evaluation of student and organizational outcomes. We have to answer the type of questions which define our professional selves and the priorities which we choose to address--Is college for everyone?, and What are fair assessments which allow us to get an accurate picture of a student's potential?. These represent the kinds of questions which shape our everyday activities and help us determine how effective we are as individuals. It is our ability to apply our educational beliefs which defines job satisfaction as professional educators. This requires us to be able to work with others effectively. Critical points in the educational philosophy practiced at Miami-Dade are offered by an administrator;

1. Students must be active participants in the process.
2. Students must clearly understand expectations and support systems.

3. Students have the right to try to meet realistic goals within pre-determined parameters, but must be assisted to recognize strengths and limitations.
4. Faculty must be provided with tools and environments that will assist them to facilitate the learning process.
5. Evaluation based on real data must help guide decision related to change.[34]

Does this sound like the Deming philosophy? Does the Miami-Dade philosophy prioritize the needs of the customer (student)? Does their philosophy emphasize decision making based on real facts and information? Another important characteristic mentioned by Rouche is that management consistently thinks about future possibilities. L. Steven Zwerling, author of "Second Best: the Crisis of the Community College, writes in his evaluation of Miami-Dade;

> ... Miami-Dade has earned it's reputation by being one step ahead of this decade's neo-conservative tide in higher education...The reforms at Miami-Dade seemed to me, unwittingly or not, to be in perfect harmony with the ideas of William Bennet and the Reagan administration, emphasizing testing, placement, and basic skills..."[35]

Notwithstanding where one stands on those critical educational issues, an important observation of what Miami-Dade has been successful in accomplishing is the establishment of a "culture of change", and environment in which faculty and staff are encouraged to think futuristically and pursue the development of ideas which they think have merit. This entrepreneurial spirit applied to educational issues has contributed significantly not only to enhance effective practice, but to the sense of teamwork and mutual support among staff. There are significant indicators, that among the faculty, change is not seen as a detractor, but as something that has stimulated thought and fostered enthusiasm for the college's mission.[36]

THE CHALLENGE OF CHANGE

Change is the one "constant variable" in the environment which we know is certain. The questions which college management must answer is whether that change will be managed or whether it will occur without significant preparation or anticipation. Planning for change is the objective of reform legislation, strategic planning efforts, and the application of management philosophies. The introduction of the Deming management philosophy is an attempt to value personal job satisfaction. It's implementation requires all employees to begin with self-assessment. Each person needs to ask themselves whether they believe things can be done better and what they are willing to do to work towards that betterment. The goal of this self-analysis is to identify barriers to individual performance and work towards improvement.

CONCLUSIONS AND RECOMMENDATIONS

Three important points which are significant in addressing the effort which we have initiated at El Camino are the following:

1. We need to recognize that significant change is a long-term process. A colleague, in commenting on the nature of educational institutions, observed, "change comes slowly, if at all". This is certainly true at the philosophical and values level. Educational institutions are conservative by nature, with most work processes and policies defined by long-established practice. In introducing a new way of working, what are our expectations? How soon should we expect returns on our investment? Miami-Dade took three years just to develop their transformation plan before they took any significant steps to introduce the management philosophy campus-wide.

2. The middle manager in the college may be the individual who is asked to change most in adopting the new philosophy. A primary reason is that it may present an entirely new way of operating within the work environment. Who is to say that this individual may not currently be experiencing a great deal of success by using their own management styles? Yet, it is the middle manager who will bear a great deal of the responsibility for implementation. A plan to continue to work with this group of people should be developed and implemented.

3. Translating the manufacturing model to an educational context must occur consistently through the transformation process. What models exist to help us to do that? Miami-Dade is not the only community college designated as "excellent". There exist a variety of educational innovations and practices which have proven to be effective. We should not feel as if we need to "re-invent the wheel" in order to fully implement the new philosophy. Staff should be concerned with identifying model programs, doing literature searches, and sharing information. The Deming model needs to make sense in an educational context.

The introduction of the Deming philosophy into an institution characterized by the complexity and diversity of El Camino college requires a strong commitment to continuing the college's reputation for excellence, but substantive future-oriented leadership as well. This requires risk taking among administrators, instructors, and support staff alike. When we begin to look at ourselves critically, are we going to like what we find? Are we going to be able to change? What are the risks which we haven't anticipated? Rather than focus on negative assessments however, the Deming philosophy is rooted in an unmitigated sense of optimism for the human condition. It is that optimism within each of us that somehow must be touched to realize the full potential of the Deming initiative. Our ability to prepare for change in meaningful ways depends on it.

NOTES

1. Notes taken at Chief Student Services Officers meeting, sponsored by the California Community College Chancellor's Office, October, 1988, Los Angeles Airport Hilton.
2. Ibid.
3. Assembly Bill 1725, Assemblyman John Vasconcellos, New Programs and Services section.
4. Analysis of Assembly Bill 1725, Chancellor's Office counsel.
5. El Camino College Human Resource Plan, Donna Manno, February 1989.
6. Materials presented at Panel on Staff Development at Community College Seminar, UCLA Graduate School of Education, April 1989.
7. Stahl, Frederick., ed, Challenges for the Urban Community College, (AACJC Monograph Series, No. 4, 1986,) pg. 15.
8. Ibid. p. 27.
9. El Camino Accreditation Report, 1984, p.
10. Ibid.
11. Deming, Edward W., Out of the Crisis (Cambridge: Massachusetts Institute of Technology Press, 1982), p. 489.
12. Ibid. p. 23-30.
13. Ibid. p. 97-105.
14. Notes from TQM Training, April, 1989.
15. Ibid.
16. Leadership Principles, handout used in TQM training, May 1989.
17. Elements of the Awareness Package, developed by group consensus, May 1989.
18. Silverman, Michael, "Models of Organization and Governance at the Community College", ERIC Document 284-660.
19. Ibid. P. 5.
20. Bolman, Lee G. and Terrance Deal, Modern Approaches to Understanding and Managing Organizations (San Francisco: Jossey Bass, 1986), p. 21.
21. Ibid. p. 66
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23. Kohn, Alfie, No Contest, The Case Against Competition (Boston: Houghton Mifflin, 1986) p. 39.
24. Kraus, William A., Collaboration in Organizations, Alternatives to Competition (New York: Human Sciences Press, 1980) p. 43.
25. Meade, Margaret, Competition and Cooperation Among Primitive Peoples (New Haven; Yale University Press, 1937) p. 169.
26. Kohn, p. 41.
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30. Argyris, Organizations of the Future, pg. 29
31. Rouche, John E. and George Baker III, Access and Excellence (Washington: Community College Press, 1987) p. pg. 33.

32. Ibid. p. 10.
33. Ibid. p. 120.
34. Ibid. p. 64
35. Zwerling, Steven L., "The Miami-Dade Story, Is it Really Number One?", Change Jan/Feb. 1988, p. 23.
36. Ibid

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THE 14 POINTS FOR MANAGEMENT

1. Create constancy of purpose for improvement of product and service.
2. Adopt the new philosophy.
3. Cease dependence on inspection to achieve quality.
4. End the practice of awarding business on the basis of price tag alone. Instead, minimize total cost of working with a single supplier.
5. Improve constantly and forever every process for planning, production, and service.
6. Institute training on the job.
7. Adopt and institute leadership.
8. Drive out fear.
9. Break down barriers between staff areas.
10. Eliminate slogans, exhortations, and targets for the work force.
11. Eliminate numerical quotas for the work force and numerical goals for management.
12. Remove barriers that rob people of pride of workmanship. Eliminate the annual rating or merit system.
13. Institute a vigorous program of education and self-improvement for everyone.
14. Put everybody in the company to work to accomplish the transformation.

EL CAMINO COLLEGE
TOTAL QUALITY MANAGEMENT TRAINING
March 28 - April 1, 1989

AGENDA

March 28
Tuesday
- Introduction - Dr. Sam Shauerman
  Dr. Kathy Lusk
- Agenda
- Community College Role in Quality Management
- Overview of TAI
- Introduction Interviews
- Basic Principles (Leadership)
- Team Assignments
- TAI "Awareness" (TAI Modules 1 & 2)

March 29
Wednesday
- TAI "Awareness" continued (TAI Modules 1 & 2)
- Clarifying Team Roles & Responsibilities (Leadership)
- Project Selection (TAI Module 3)
- Data Gathering (TAI Module 5)

March 30
Thursday
- Data Gathering continued (TAI Module 5)
- Active Listening (Working)
- Data Analysis (TAI Module 5)

March 31
Friday
- Control Charts (TAI Module 7, 9, & 10)
- Generate Improvement Actions

April 1
Saturday
- Project Evaluation (TAI Module 11)
- Strategies for Continuous Improvement (TAI Module 12)
- Closing Remarks and Q & A

SCHEDULE

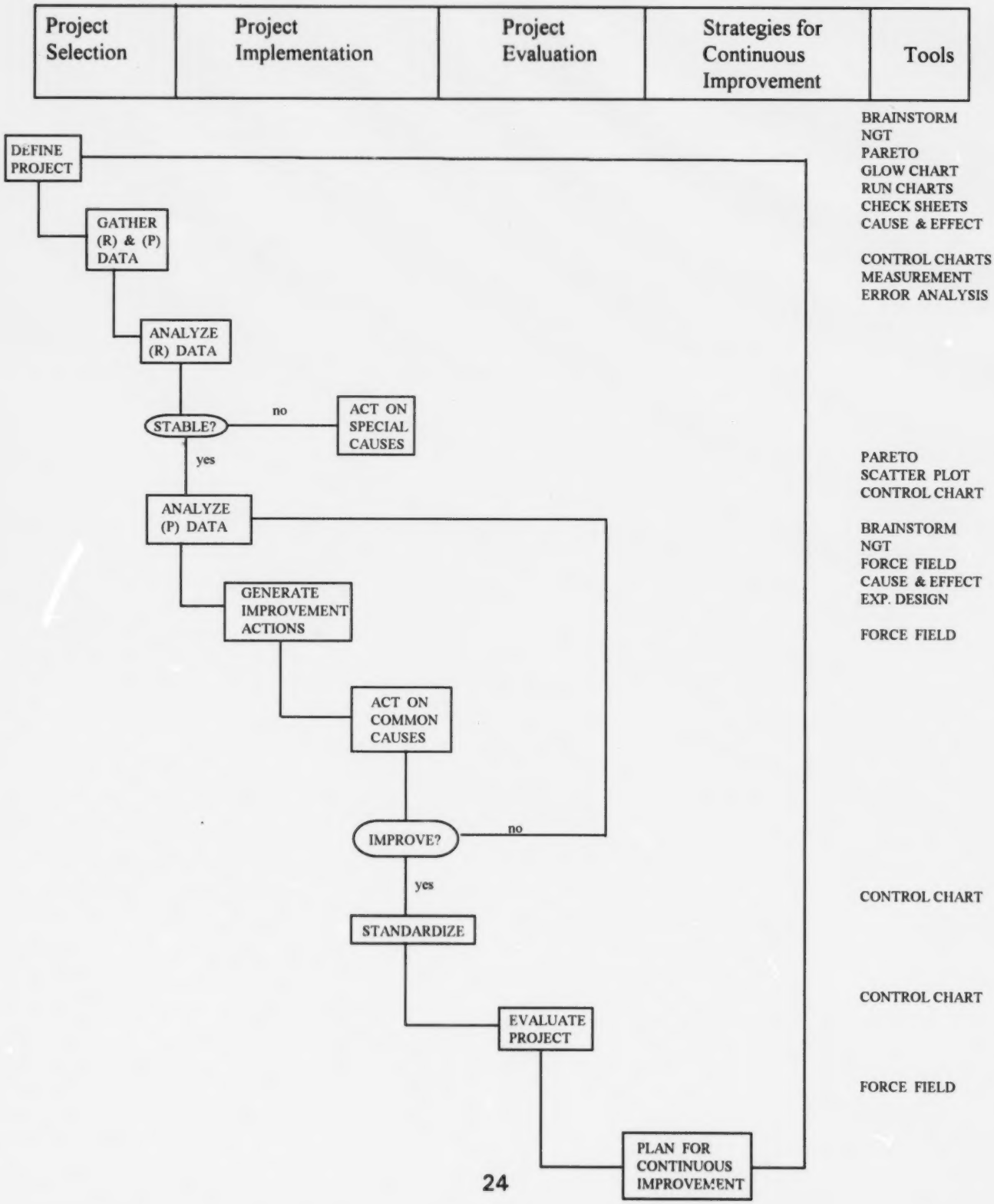
Tuesday - Friday - 8:00 am - 5:00 pm (Lunch 12:00 - 1:00 pm)
(Tuesday - Dinner & PM Teamwork)
(Wednesday - Dinner & PM Teamwork)

Saturday - 8:00 am - 12:00 noon

PRESENTATION & TRAINING:

Dr. Sam Shauerman - El Camino College
Dr. Kathy Lusk - Technology Exchange Center
David & Carol Schwinn - Jackson Community College
(authors of TAI Program)
Deborah Shannon - Technology Exchange Center
Loni Ronneberg - Technology Exchange Center

FLOW CHART OF THE TRANSFORMATION MODEL



EL CAMINO COLLEGE
COACHES TRAINING
April 18, 19, 20, 25, 26

Schedule

Tuesday,
April 18
	- Welcome and Review
	- Housekeeping items &I Ground Rules
	- Introduction of Theme and Overview of Next Five Days
	- Win As Much As You Can
	- Achieving Styles: ASI Feedback and Interpretation
	- Interpersonal Skills Review
	  - Basic Principles
	  - Team Rules
	  - Listening
	- Individual Plan Development What is Meant?
	- Taking on a New Assignment (Working)

Wednesday, April 19	- Keeping Your Boss Informed (Working) - Building A Collaborative Relationship With Managers and Peers (Leadership) - Conducting Information Exchange Meetings (Leadership)

Thursday,
April 20
	- Giving Constructive Feedback (Leadership)
	- Coaching for Optimal Performance (Leadership)
	- Conflict Resolution
	  - Confronting Issues With Your Managers and Peers
	  - Dealing With Emotional Behavior
	  - Resolving Team Conflicts

Tuesday, April 25	- Facilitation Skills - Project Planning Exercise - Visioning Session: Development of An Operational Philosophy Statement
Wednesday, April 26	- Winning Support (Leadership) - Managing Change (Leadership) - Report Out on Individual Plans - Summary

El Camino College
TQM AWARENESS PACKAGE

The purpose of the Awareness Package is to provide an introduction to total quality management and present the strategies to be used to implement it.It will also provide a vehicle to ensure the delivery of a consistent message throughout ECC.

The Awareness Package will contain a video and student/instructor guides. The video presents the President's message which emphasizes the importance of everyone's involvement in continuous process improvement. the written guide and video tape are designed to enable the Coaches to introduce the concepts, as well as the tools and techniques, encompassed in TQM, paving the way for more intensive training and activities.

The Awareness Package will contain several modules. A general outline might be as follows:

Module 1 - An overview of higher education today with particular emphasis on several key developments such as: the development and growth of "universities" developed and operated by business; the changing student population (older, more women and minorities, part-time vs. full-time etc.); local, state, and federal funding; basic skills level of students, remedial education and so on.

Module 2 - The role and mission of the community college. What issues specifically are faced by ECC? What does TQM have to do with those issues? ECC's approach to change, a synopsis of change itself and the natural resistance to it, and the type of thinking necessary to facilitate change.

Module 3 - Philosophy and components of TQM to include a listing and summary of Deming's 14 Points, a brief history of Deming's role, an overview of the tools utilized, and a glossary of terms. This section might also contain an example of a team project with an accompanying flow chart of the team process, utilizing material from an educational institution that has instituted TQM. It would further define how an educational institution adapts the practices of business.

Module 4 - General approaches and guidelines for effective implementation of TQM at El Camino College. This section would also include a broad timeline designed to indicate that TQM is a process and that its

Module 5 - What will successful implementation of TQM look like at ECC?